Number 2, May, 1958

COMMUNITY PLANNING NEWS

National Planning Conference 1958

King Edward Sheraton Hotel,

Toronto, September 21-24

Plan now to attend. Room reservation forms have been mailed to all members of CPAC. If you do not receive one by May 15th, please let us know; we will be glad to send one.

If you know of others who would be interested in attending, let us know and we will gladly write to them. We expect this 1958 Conference to be the most successful of these annual meetings. You can do your part by telling others about it. The Registration Fee will be $10.

A Preliminary Program will be published about July 1st. The general theme will be BUILDING THE REGIONAL CITY. Within this theme, there will be lively discussion of most of the following questions.

How to Move in a Metropolis.

What will "Downtown" be like in 1980?

What does Industry expect from Urban Planning?

What do Retailers expect from Urban Planning?

What will be the impact of the large Highway-Building Programs upon our Urban Growth?

What policies or methods of urban planning can *help* to assure the provision of housing for the vast new population expected in the Regional City? In this planning what are the roles of government, the developer, the builder, the lender and John Public? Under conditions of land scarcity and high service costs, what kind of neighbourhoods can be designed for good living?

Will semi-self-contained satellite communities help to solve such problems as: (a) the high cost of municipal utilities, schools and other essential community services? (b) "the journey to work"; (c) the alleged social deficiencies of Suburbia?

If so, is it realistic to expect that such satellite communities can be evolved from the present urban chaos?

What devices for the control of land development are appropriate for the efficient guidance of urban growth in a private enterprise society?

NOUVELLES *d'Urbanisme*

Delta Fights Sprawl

Do you live in a fine rural municipality which is becoming urbanized by the usual method of sprawl? If so, this report is your medicine. With a few changes of figures and place-names, it could be about your own deteriorating landscape and your own problems of municipal finance.

It happens to be about Delta in B.C. Written with clarity and vigor, it must have given the Municipal Council much to think about. It urges that firm measures should be taken, through zoning, to prevent the further 'spread of sprawl', and that the municipality, through its own public works programs, should encourage the building up of existing sprawl areas to compact urban densities as far as possible.

The remaining principal proposals contained in the report are the following.

(1) Suitable industrial areas should be defined and completely protected from premature development by a stated policy of making services and other facilities available.

(2) An overall plan of major roads should be prepared, as soon as the design of Deas Island highway is established. Following this, a long-term capital budget program should be implemented and approaches made to the Provincial Government on the matter of future provincial highways.

(3) In co-operation with the School Board, a long term parks program should be prepared and carried out.

(4) Official Community Plans should be prepared for North Delta, South Delta and the Ladner area and should be used to govern all future subdivisions.

For the sake of all of the other Deltas in Canada, it is gratifying to know that the Municipal Clerk in Ladner, B.C. has a few copies of this Report, DELTA PLANS FOR THE FUTURE, available at $1.50.

HERE IS THE STORY:

This is part of North Delta — about one square mile.

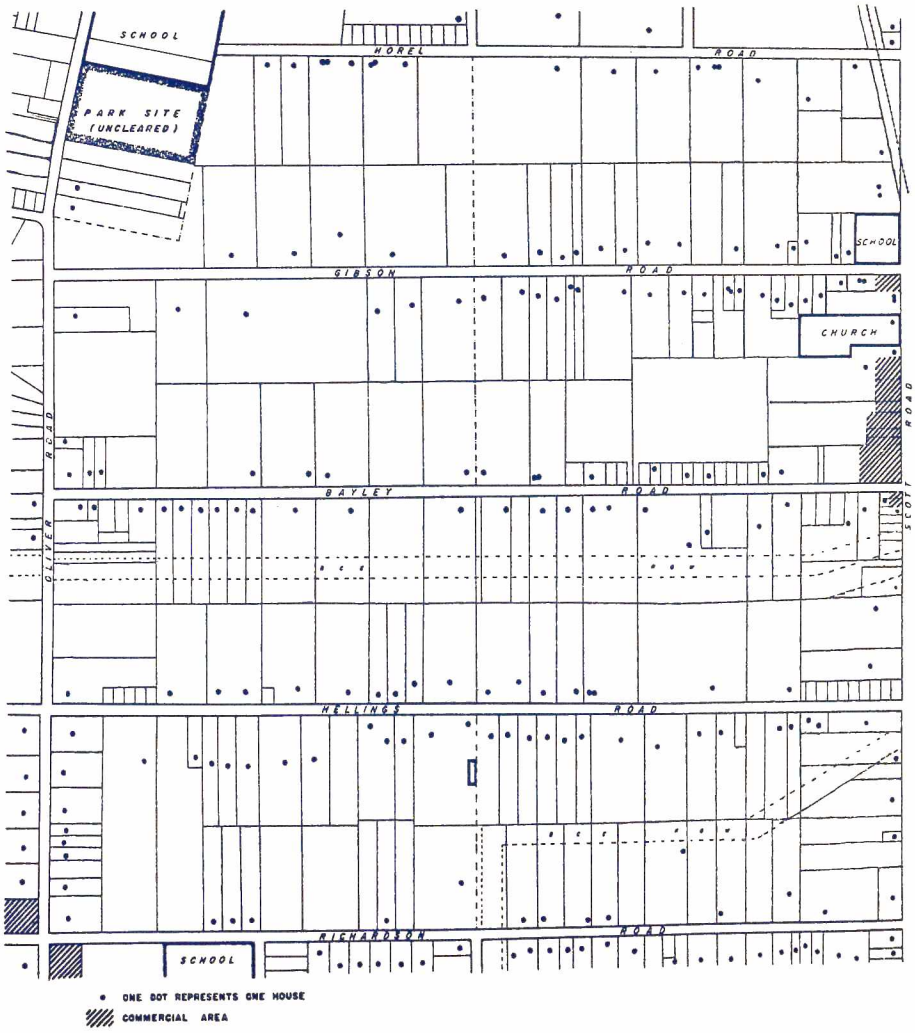
It contains —

223 houses
3 schools
a small shopping centre
a few small stores
one park site - undeveloped
a church
a number of smallholdings

There are about seven miles of road. About half the total area is unused. What does it cost the taxpayer?

HERE IS PART OF THE BILL:

Laying sewers:	**$ 220,000**
Laying watermains:	**$ 89,000**
Paving streets:	**$ 44,000**
Total:	**$ 353,000**
Cost per house:	**$ 1,660**
In an area developed at urban density, the cost per house would be about	**$ 400**



Edgetown

This is part of the story of "Metropolis" which is part of an analysis of Urbanization in the FINAL REPORT *of the* ROYAL COMMISSION ON CANADA'S ECONOMIC PROSPECTS *("the Gordon Commission"). The whole* FINAL REPORT *may be obtained from the Queen's Printer, Ottawa, at $3.*

"In 1945 Edgetown was predominantly rural (and indeed still is nominally organized as a rural municipality). When the first new housing developments appeared, they were welcomed: the municipality's tax revenues were enhanced, and farmers' regrets at losing their land were mitigated by the prices they received for it (although some now fervently wish they had held out longer). As time went on, however, the council became painfully aware that for a municipality, urban housing is far from clear gain. The new residents began to demand good schools and a growing list of expensive services and amenities. When they first moved to what was then almost the country, they probably did not expect to need so much in the way of city-type facilities. But they changed their minds.

"Now, with much of the best land already taken up, the municipal fathers are of the opinion that, housing shortage or no, they should have held back residential development and corralled more industry. A good, fat proportion of industrial assessment, yielding more in taxes than it received back directly in services, would have provided extra revenue with which to service the residential areas. "Industriburbia", another fringe municipality next door, acquired just such a proportion and is doing well out of it, an ironic feature of the situation being that not a few of Edgetown's residents settled where they did in order to be close to their jobs in Industriburbia (Metropolis city has a similar complaint).

"However, it is too late now: Edgetown finds itself with comparatively high residential taxes, low residual borrowing powers (these are determined by the provincial government, largely on the basis of assessment), and a big backlog of capital works. Developers approaching the council with subdivision proposals get a cooler reception than they did formerly: their plans are only approved on condition that they undertake to provide paved roads, curbs, and sewer and water laterals. In effect, the financing of local improvements has been shifted from municipal debentures to National Housing Act mortgages. The citizens continue to pay, but as homeowners rather than taxpayers.

"Some Edgetown residents have begun to inquire into the possibility of annexation to the city. The city authorities are not, on balance, enthusiastic. They would like, certainly, to exert more control over development in the fringe. For some time, they have been unhappy about the way things are going out there. They have been aware of definite adverse repercussions on the city; moreover, they have a suspicion that sooner or later, in one way or another, they will find themselves responsible for servicing much of the present fringe — for, as they put it, "straightening out the mess". But to take on Edgetown, or a large part of it, would be to take on a formidable backlog of capital expenditure, and the city has a backlog of its own. The previous annexation has not yet been fully digested; there is still some vacant land within the city limits; two large new residential developments will need servicing. Work has just begun on a major expressway. A slum clearance and urban renewal project in the near-downtown district is being discussed. The city is being pressed to start treating its sewage instead of discharging it raw into the "Metropolis River". The city, therefore, is chary of annexing more territory just at present — particularly territory which, demonstrably, would cost more to service than it yielded in taxes at prevailing city assessments and rates. If the proposed annexation took in a larger area — if, for example, it included Industriburbia, together with "Manybucks Village", which has no industry (heaven forbid!) but which manages to support an excellent school and what its residents consider to be an adequate level of other services — then, perhaps, it would be worth while — some day. Both Industriburbia and Manybucks would probably fight annexation. The city's case would have to be carefully prepared."

What is Planning?

"At the risk of being caught in the crossfire of contending schools of thought, let us attempt to summarize what the 'new look' broadly is. When an area has been subjected to a thorough and continuing survey;* when, on the basis of that survey, a zoning, land-use and capital improvements plan has been drawn up, flexible yet resistant to capricious or doubtfully motivated alterations; when to this have been added a zoning by-law, another by-law controlling subdivision, and a long-term capital budget; and when the whole thing has been examined, discussed and accepted by department heads, council and the public — then there is planning, in the full, mid-twentieth-century sense of the term.

"Hitherto, the long-term capital budget has been the most commonly missing link in the chain. Now, however, it is making a more frequent appearance in Canada. It is, of course, a forecast, and like all forecasts may be falsified by events. In any given year, the municipality may be able to raise more or less money than it had anticipated. Changing circumstances may necessitate major revisions. But the great advantage of a capital budget is, firstly, that taking one year with another, it keeps physical planning and programming within hailing distance of the financially possible; and secondly, that if it is properly conceived, it is based on a carefully worked-out system of priorities, so that if items have to be cut, they can be those items whose postponement least disrupts the co-ordinated advance."

*A planning survey — not merely a civil engineering one.

FINAL REPORT. Royal Commission on Canada's Economic Prospects, pages 301-2.

Metropolis

"With the inestimable benefit of hindsight, one can see many ways in which its post-war expansion could have been better managed."

". . . We will not undertake to say either what form Canada's larger cities are likely to take by 1980, or what form they should take. Possibly a roughly concentric arrangement of metropolis plus green belt plus well-planned and semi-self-sufficient satellites should be the ideal. Possibly something else will prove to be more in accord with the social and technological facts of life twenty-five years hence."

"It does seem to us, however, that if the expansion of large urban areas is ever to be brought under an adequate degree of rational control, it will have to be done by governments or joint authorities exercising jurisdiction over all or most of their respective areas. Annexation, amalgamation, metropolitan federation as in Toronto – there are various alternatives. The essential is that the big problems, the area problems, be dealt with on an area basis. When numerous individual municipalities attempt to handle such problems without reference to any joint or overriding authority, it is virtually in the nature of things that they should get at cross-purposes with one another. It is also quite likely that when, as a means of resolving the impasse, some large-scale annexation or other form of union is proposed, one or more of the affected municipalities will balk, judging that it has more to lose than to gain. This, however, may only be true from a narrow, short-run point of view. The great majority of the area's citizens, including many residing in the recalcitrant municipality, may be in favour of going ahead. If such is the case, and if the entire matter has received adequate study and publicity, there would seem to be justification for the provincial government concerned to act in the interests of the majority."

FINAL REPORT. Royal Commission on Canada's Economic Prospects, pages 299-300.

Cité-Bordure

Cette citation est tirée de l'histoire de "Métropolis" qui fait partie d'une analyse de l'expansion urbaine dans le RAPPORT FINAL *de la* COMMISSION ROYALE D'ENQUÊTE SUR LES PERSPECTIVES ÉCONOMIQUES DU CANADA. *Pour obtenir un copie du* RAPPORT FINAL, *s'adresser l'Imprimeur de la Reine, Ottawa. Le prix est $3.*

"En 1945, Cité-Bordure était surtout rurale (encore aujourd'hui, elle est organisée, nominalement, comme une municipalité rurale). Les premiers projets d'habitation furent reçus à bras ouverts: leurs taxes venaient grossir les revenus de la municipalité, tandis que les cultivateurs se faisaient payer cher la perte de leurs terres (malgré cela, plusieurs ont regretté depuis de n'avoir pas attendu plus longtemps pour vendre). Mais avec le temps, le conseil dut constater à ses dépens que pour une municipalité, l'habitation urbaine est loin d'être sans inconvénients. Les nouveaux résidents commencèrent à réclamer de bonnes écoles et une liste croissante de services et de commodités coûteux. En venant s'établir dans un endroit alors presque rural, il est probable qu'ils avaient crû pouvoir se passer de bien des commodités de la ville. Mais ils ont changé d'avis.

Maintenant que la plupart des meilleurs emplacements sont pris, les édiles croient qu'ils auraient dû, sans se soucier de la pénurie de logements, refréner la construction domiciliaire et attirer plus d'industries. S'ils étaient plus nombreux, les établissements industriels, dont les taxes excèdent la valeur des services qu'ils reçoivent, fourniraient le supplément de revenu nécessaire pour répondre aux besoins des quartiers domiciliaires. Industrieville, autre municipalité-satellite voisine de Cité Bordure, s'est précisément orientée dans cette voie et en retire de grands avantages. La situation a ceci d'ironique qu'un bon nombre des habitants de Cité-Bordure se sont établis en cet endroit pour se rapprocher de leur travail à Industrieville (la ville de Métropolis se plaint de la même chose).

"Mais il est trop tard: Cité-Bordure se trouve aux prises avec des taxes foncières relativement élevées, un faible pouvoir d'emprunt (ce pouvoir, déterminé par le gouvernement provincial, est fondé surtout sur le chiffre de l'évaluation), et des services très insuffisants. Les bâtisseurs qui viennent proposer au conseil des projets de subdivisions reçoivent un accueil plus froid que dans le passé: on n'approuve leurs plans que s'ils veulent s'engager à paver les rues, à construire les trottoirs, à installer les conduites latérales d'eau et d'égout. Bref, le financement des aménagements locaux, assuré autrefois par la vente d'obligations municipales, se fait aujourd'hui par le truchement des hypothèques consenties en vertu de la loi nationale sur l'habitation. Ce sont toujours les citoyens qui paient, mais en qualité de propriétaires et non de contribuables.

Certains habitants de Cité-Bordure ont commencé à se renseigner sur la possibilité d'une annexion à la ville. Mais tout compte fait, les autorités de la ville ne voient pas la chose d'un oeil enthousiaste. Sans doute leur plairait-il de pouvoir contrôler plus directement la croissance de la périphérie, car depuis assez longtemps déjà elles n'ont guère à se réjouir de ce qui s'y passe, et elles constatent que la ville en subit des répercussions désavantageuses. De plus, elles soupçonnent bien que tôt ou tard, d'une façon ou d'une autre, elles auront à desservir une grande partie de la périphérie actuelle et, selon leur propre expression, à réparer les dégats. Mais en s'annexant Cité-Bordure, complètement ou en grande partie, la ville devra prendre à sa charge la réalisation de travaux d'aménagement très considérables et elle retarde

déjà sous ce rapport dans ses limites actuelles. Elle n'a pas fini de digérer la dernière portion annexée; il lui reste encore des terrains vacants; elle doit fournir les services municipaux à deux gros quartiers résidentiels nouvellement bâtis. La construction d'une importante autoroute vient d'être lancée. Il est présentement question d'un projet de déblaiement de taudis et de réaménagement urbain dans le quartier voisin du centre des affaires. Des influences s'exercent pour que la ville commence à traiter ses eaux d'égout, plutôt que de les décharger telles quelles dans la rivière Métropolis. On comprend donc que la ville hésite à annexer, du moins pour l'instant, un nouveau territoire, surtout lorsque le territoire dont il s'agit coûterait assurément plus en services qu'il rapporterait en taxes d'après le régime d'évaluation et les taux actuels d'imposition municipale. Si le projet d'annexion englobait en même temps, par exemple, Industrieville, ainsi que Villeriche qui (Dieu l'en garde!) n'a pas d'industries mais qui a le moyen de se payer une excellente école et qui est pourvue d'autres services jugés satisfaisants par la population, alors la question pourrait être prise en considération, plus tard. Mais Industrieville, et Villeriche de même, entreraient vraisemblablement en guerre contre le projet d'annexion. La ville aurait à préparer soigneusement sa cause.

Planification Moderne

"Au risque de nous laisser prendre dans le feu croisé des écoles adverses, nous tenterons de résumer en quoi consiste, essentiellement, la planification moderne. Lorsqu'une région a fait l'objet d'un relevé approfondi et permanent*, puis, à partir de ce relevé, a dressé un plan relatif à la répartition des zones, à l'utilisation des terrains et à la réalisation des aménagements, plan souple, mais protégé contre les modifications capricieuses ou égoïstes et, ensuite, a établi un règlement concernant les zones et le lotissement des terrains et adopté un programme budgétaire d'immobilisation à long terme, lorsque le tout a été pesé, discuté et accepté par les chefs de services, le conseil municipal et le public, alors il y a planification dans toute l'acception que le terme revêt en ce milieu du vingtième siècle.

"Jusqu'ici, le chaînon qui a le plus souvent manqué à la chaîne a été le programme d'immobilisations à long terme. Aujourd'hui cependant, ce chaînon fait de plus fréquentes apparitions au Canada. Il ne s'agit, on le sait, que d'une prévision, sujette par définition à être contredite par les événements. N'importe quelle année, les revenus de la municipalité peuvent être supérieurs ou inférieurs au chiffre anticipé. Des changements de circonstances peuvent nécessiter des revisions importantes. Mais le grand avantage d'un programme d'immobilisations, c'est d'abord qu'en considérant plus d'une année à la fois, il empêche les plans et les programmes de s'écarter indûment des possibilités de financement; en second lieu, un budget bien conçu se fonde sur une échelle de priorités établie avec soin, de sorte que si l'on est forcé de retrancher certains postes, on peut les choisir de façon à compromettre le moins possible la réalisation de l'ensemble."

*Il s'agit d'un relevé d'urbanisme, et non pas d'un simple arpentage.

Rapport Final. Commission royale d'enquête sur les perspectives économiques du Canada, pages 315-6.

Métropolis

"En rétrospection, comment ne pas voir qu'à bien des points de vue son essor, dans l'après-guerre, eût pu être beaucoup mieux dirigé?

. . . "Nous n'essaierons pas de prédire quelle forme les grandes villes du pays revêtiront ou devraient revêtir en 1980. Peut-être trouverait-on la solution idéale dans une disposition en zones à peu près concentriques: Métropolis, puis ceinture de verdure, puis satellites bien planifiés et semi-autonomes. Peut-être, d'autre part, quelque autre formule sera-t-elle plus en harmonie, dans vingt-cinq ans, avec les réalités sociales et technologiques d'alors.

"Quoi qu'il en soit, il nous paraît que si l'on doit parvenir un jour à imposer un contrôle rationnel suffisant à l'expansion des grandes régions urbaines, cela ne pourra se faire que si les gouvernements ou des organismes mixtes ayant autorité sur tout ou presque tout le territoire de ces régions en assument la tâche. Les formules sont nombreuses: annexion, fusionnement, fédération métropolitaine, comme à Toronto. L'essentiel, c'est que les grands problèmes, c'est-à-dire ceux dont l'envergure est régionale, soient résolus sur un plan régional. Lorsque plusieurs municipalités particulières tentent de régler individuellement de tels problèmes sans en déférer a une autorité mixte ou supérieure, il est presque fatal qu'elles aboutissent à des chassés-croisés. Il arrive en outre habituellement que si l'on propose, pour sortir de l'impasse, d'importantes annexions ou quelque autre forme d'union, le projet soulève l'opposition d'une ou plusieurs des municipalités en cause qui estiment avoir plus à perdre qu'à y gagner. Il se peut toutefois que cette opposition ne soit ni générale, ni justifiable à la longue. La grande majorité des citoyens de la région, y compris un grand nombre des habitants de la municipalité récalcitrante, sont peut-être d'avis qu'il faut aller de l'avant. Si tel est le cas, et si le projet a été suffisamment mûri et a reçu la publicité voulue, il semble indiqué que le gouvernement provincial agisse dans l'intérêt commun."

Rapport Final. Commission royale d'enquête sur les perspectives économiques du Canada, pages 313-4.

More on the Plight of Our Cities

Growth, blight, obsolescence, sprawl, technological change and finance

The pressing problems which confront Canadian municipal governments in their endeavour to meet ever-increasing costs in providing local improvements and other community facilities in our rapidly-expanding urban regions, are contained in a recent Submission to the Government of Canada by the CANADIAN FEDERATION OF MAYORS AND MUNICIPALITIES. (Copies of the Submission are available from the C.F.M.M., Sheraton Mount Royal Hotel, Montreal.)

The material in the Submission is so pertinent that we are reproducing excerpts from it, and also from the Resolutions of the Municipal Councils, passed at the 1957 Annual Conference of the Federation.

Factors Responsible

The Federation in its Foreword states that "the factors which have created the pressures for immediate and large-scale municipal improvements derive from the following:

(1) Growth in Urban Population and the consequent unprecedented demands for new schools, new roads, new hospitals, new water and sewerage systems and other essential municipal facilities.

(2) Spread of Urban Blight and Obsolescence, particularly in our older and larger cities, which has a depreciating effect on property use and property values with consequent serious decline in revenue to municipal governments.

(3) Flight to the Suburbs, which has added vast new capital needs to an already large backlog born of depression and war.

(4) Technological Advances which have outmoded much of the standard municipal plant and facilities of an earlier period.

(5) Increasing Prosperity which has brought with it the demand that we use our economic abundance to generate higher levels of human and community well-being."

The Submission goes on to say that in this age, our homes, our schools, our social and cultural institutions, our means of transportation and our mode of living are the 'physical standards' by which men judge the measure of a good society. Each self-governing community must assume that the attainment of these standards is "rightly the primary responsibility of each community and its autonomous local government. It is to them that we must turn as a national community as we seek to maintain and upgrade our educational standards, improve our physical and mental health, clear our slums, build better homes and safer highways, renew and redesign obsolescent urban areas and provide the water systems, sewers, roads, parks, schools and the like in the newer suburban communities throughout the nation."

Cost of Supplying these Needs

It is further stated that "while the municipal governments must continue their independent and self-governing responsibility for local growth and development; and while the provincial governments must continue to exercise their constitutional powers and prerogatives with respect to municipal institutions; it is clear that the revenue resources of municipal governments, even when coupled with the supplementary financial aid which the provinces can make available to them, are insufficient to support the heavy financial costs entailed if our cities and towns are to keep pace with the pyramiding requirements of exploding urban growth and the consequent urgent need for major programs of urban redevelopment and renewal.

"Hitherto, the Government of Canada has recognized, in principle and in degree, that the national revenue and financial facilities available to the Dominion Government should be brought to bear on some segments of the urban growth problem. Numerous shared-cost programs have been entered into with the provincial governments which, directly and indirectly, have partially relieved municipal governments of costly welfare, health, vocational training and other responsibilities. . . . The National Housing Act has been progressively extended to provide financial assistance for slum clearance, land assembly and urban renewal projects.

"These and other measures have provided an easement in the financial struggle which municipal governments have been experiencing in their endeavour to cope with their growth and renewal problems during recent years. They have made available financial facilities whereby initial programs of slum clearance, low rental housing, elimination of level crossings and related undertakings have been implemented. Without such measures it is doubtful whether any municipality could have carried out limited projects of this sort. It is equally doubtful, even with such measures, whether any municipality, large or small, could hope to undertake a concerted and comprehensive program of urban renewal and development of the magnitude now needed in most of our larger cities and towns."

Suggested Ways of Relieving Municipal Burdens

The Federation sets forth suggested ways and means whereby the resources and facilities of the Dominion Government, in co-operation with the provinces, can further alleviate the present difficulties. Some of these suggestions are:

Urban Renewal and Development

"Extending the participation of the Dominion Government in Low Rental Housing and Urban Redevelopment projects under the *National Housing Act* by substantially increasing the Dominion Government's share of the cost of acquiring and clearing blighted or sub-standard areas; and by advancing the municipalities' share of such costs to be repayable by the municipalities; and by increasing the costs of financing main sewers and water mains in new neighbourhood developments within the framework

of the Redevelopment provisions of the *National Housing Act*."

"(Note: Because of the high cost of acquiring and clearing blighted or sub-standard areas, many muncipalities have been unable to take advantage of the enabling provisions of the *National Housing Act* respecting Urban Redevelopment and Low Rental Housing. Even in those municipalities where such projects have been implemented they have been on a relatively small scale compared to the need for such projects . . . While most municipal governments are strongly disposed to undertake Redevelopment and Rehousing projects, it is felt that the present Dominion financial aid in such undertakings is inadequate to encourage and facilitate the municipalities in moving forward with Redevelopment and Low Rental Housing Plans . . . By assuming a larger share of the costs of acquiring or clearing blighted or sub-standard areas and low rental housing projects and by advancing the municipalities' share to be repayable by the municipalities, a substantial program of such projects throughout Canada can be anticipated.)"

At the 1957 Annual Meeting of the Federation a Resolution urging greater participation at national level in the Urban Redevelopment Program read as follows:

> "That the Canadian Federation of Mayors and municipalities request the Dominion Government to give prompt and favourable consideration to increasing its participation in Urban Redevelopment Programs:
>
> (a) by assuming 75% of the cost of acquiring and clearing blighted or substandard areas in municipalities; and
>
> (b) by advancing the municipalities' share of such cost to be repayable by the municipalities."

Urban Arterial Highways

"Dominion participation in a joint Dominion-Provincial-Municipal urban arterial highway program aimed at providing a modern network of main thru-ways within cities inter-connecting with main provincial, inter-provincial and cross-border highways.

(Note: The principal cross-city thoroughfares of today's city are no longer merely local streets. They are integral parts of a vast inter-connecting system of regional, provincial and national highways. While local governments should be expected to pay the full costs of their local streets, main cross-city thoroughfares do not fall within this category. Because of the high costs of constructing the type of urban thru-way necessitated by the increase in vehicular traffic to and from and across cities, and because much of the volume of such traffic is generated from areas far beyond the city, the municipal governments contend that the costs should be apportioned and shared by all levels of government.)"

Civil Defence

"While recognizing the need . . . for adequate measures of civil defence, and desirous as they are to cooperate fully in facilitating its local organization and effective readiness for any eventuality, municipal governments are nonetheless strongly of the view that there is a great deal of unreality in the present concept of what is required for the civil defence of Canadian cities and towns and of the necessary and essential means to achieve a maximum degree of human survival should Canada be attacked by thermonuclear weapons . . ."

". . . Main traffic arteries are the key to an adequate civil defence of our cities and towns and a maximum survival of their population. One bottleneck on a major urban or suburban exit highway could create panic and cost thousands of lives during a wartime evacuation. . . ."

Federal Property Subject to Local Zoning

"There have been instances when Federal Departments have constructed public works or buildings in municipalities which did not conform to local zoning and building standards. The municipal governments regard such practice as anomalous and unwarranted.

"They urge, therefore, that the Dominion Government accept and adopt the proposition that in the operation of all government departments and agencies a policy of compliance with all municipal zoning regulations and building standards in the construction of all Federal buildings and works shall be followed, except in the case of a national emergency."

Underground Telephone Lines

"The municipal governments are critical of telephone companies who remain adamant in their refusal to relieve municipalities of any costs exceeding the difference between overhead wiring and the placing of telephone lines underground.

"The municipalities contend that it is as much in the interest of the telephone companies as it is in the general public interest to place telephone lines underground and that any extra cost thereby incurred and beyond that which it costs to string telephone lines overhead should be apportioned to the telephone company. . . ."

Dominion-Provincial-Municipal Conference

Finally, in an effort to bring to fruition the proposals made, the Submission urges a Dominion-Provincial-Municipal Conference,

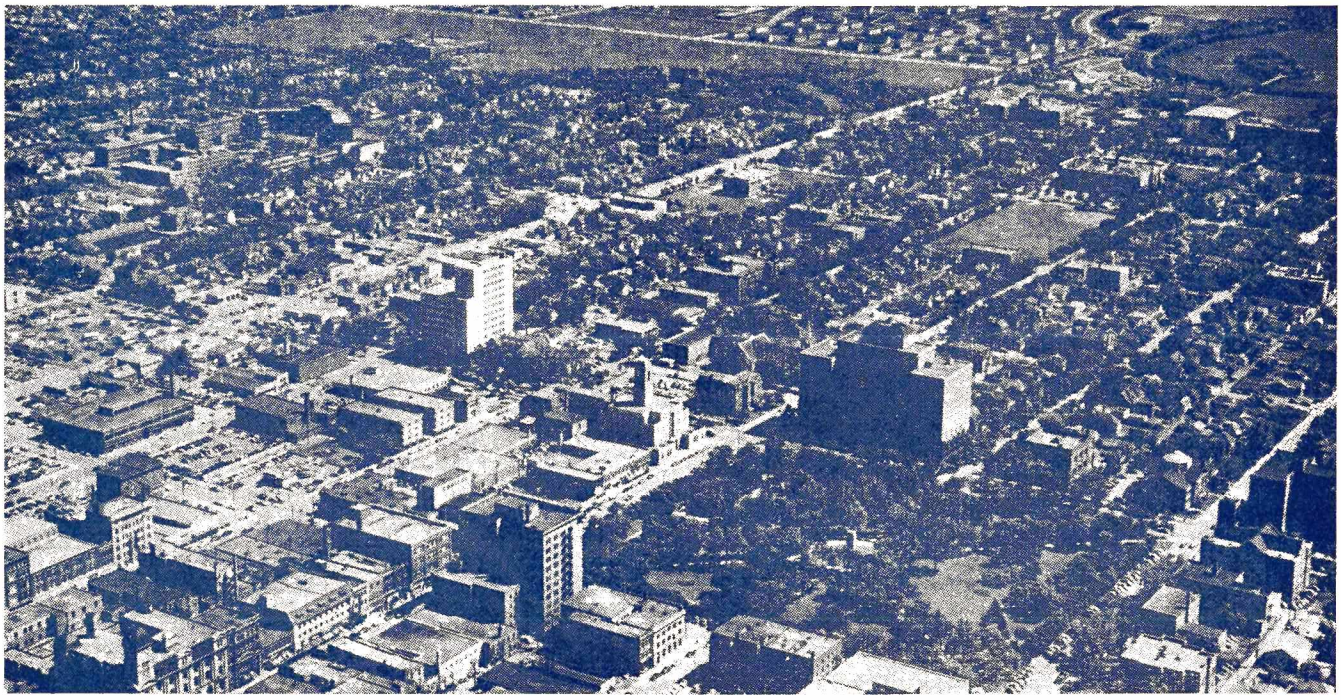
. . . "for the sole and express purpose of considering ways and means whereby the municipal governments of Canada can be placed in a position to more adequately discharge the responsibilities which devolve upon them."

Prairie Urban Renewal Conference

The Hotel Saskatchewan, Regina, housed the third Regional Urban Renewal Conference which was held on April 8th and 9th. All three prairie provinces were represented at the sessions, the majority of delegates of course being from the City of Regina. Sixty-two delegates registered, coming from fifteen different cities.

The Keynote Address delivered by Mr. J. S. Hodgson, Director of the Development Division of Central Mortgage and Housing Corporation, stressed the need for renewal action in the newer cities and suggested that efforts should be directed towards the prevention of blight and slums on the scale which is seen in the older cities of North America. The Keynote Session included a panel discussion of basic questions raised by Mr. Hodgson. This was a particularly interesting feature of the program. The debate between Mr. Hodgson, Mr. Emms physical condition of their communities, although both agreed that action would probably be necessary to halt incipient blight. Mr. Eric Thrift, Director of the Metropolitan Planning Commission of Greater Winnipeg described the very serious problems which are facing that city. It was particularly interesting to note the sharp contrast between the situations in Edmonton, Saskatoon and Winnipeg, the older city being already heir to problems which have not yet developed in the cities of Saskatchewan and Alberta.

In the evening, the delegates attended a dinner sponsored by the Department of Social Welfare of the Province of Saskatchewan and enjoyed a most interesting and heartfelt address by the Hon. T. J. Bentley, Minister of Social Welfare for that Province. Mr. Bentley spoke of his belief that many of the social welfare problems of



Read of Calgary, Mr. Arthur Fletcher of Winnipeg and Mr. Gordon Arnott of Regina was both thought-provoking and lively. Some of the questions discussed were:

What does renewal mean in visual terms?

How would it affect the appearance of our cities?

What would be a suitable renewal program for a city without very bad blight or slums?

Does renewal include looking after fairly good property?

Is there any alternative to renewal?

What sort of publicity and public relations program is needed when redevelopment is undertaken?

The afternoon session on the first day was devoted to an account of the renewal situation in major cities of the region. Both Mr. W. R. Brown, City Planning Officer of Edmonton, and Mr. W. E. Graham, City Planning Officer of Saskatoon, demonstrated the relatively good

the day had their roots in the lack of proper home life and he developed the idea that a true home life required an adequate supply of good housing of all kinds. Mr. Bentley claimed that the taxpayer, whilst paying high taxes, gets better value for them than for anything else he buys and he suggesed that we could well do without many of our luxuries in order that money could be found for housing. He said: "We will have to think of community planning in terms of housing, as an investment to eventually reduce the great share of taxes that goes to covering the costs of caring for the human casualties in our institutions".

The morning of the second day was devoted to a report on renewal progress in Regina. Mr. John Steel, Director of Planning for the City, gave an account of the renewal and housing survey which has been conducted and showed some preliminary assessments of the facts

disclosed in the survey. By showing a series of photographs of typical property in north-west Regina, Mr. Steel established beyond any doubt the existence of severe blight over a wide area. Following his address, a panel discussed questions from the floor including the provision of housing for people affected by redevelopment in the blighted areas of the city.

The speaker at the luncheon sponsored by the Regina Chamber of Commerce was Mr. S. H. Pickett, Urban Redevelopment Officer of Community Planning Association of Canada, who spoke on *The Role of Business and Industry in Urban Renewal.* He outlined the prerequisites for a sound business climate and examined the influence which town planning and urban renewal have on the establishment and maintenance of that climate.

The final session opened with 'Question Box' panels which discussed written questions from the delegates. There were two sessions, both of which stimulated a great deal of discussion from the floor. The Conference ended with a summary of the proceedings by Mr. A. E. Coll, Adviser on Public Housing of Central Mortgage and Housing Corporation. Mr. Coll emphasized the need for immediate action to deal with blight and to prevent its onset and spread wherever possible.

Of the three renewal conferences, this one, whilst not the largest, certainly provided the highest degree of participation by the delegates; and the methods of encouraging participation aroused much interest. The arrangements made by the Executive of the Saskatchewan Division of CPAC under their Chairman, Mr. M. K. McCutcheon, were excellent, and the Division deserves credit for an exhilarating and interesting conference which will certainly help renewal action in Regina and will stimulate thought about renewal measures in the other centres of the region.

S.H.P.

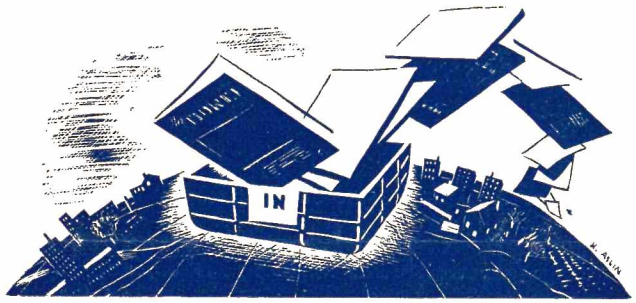
THE VANCOUVER REDEVELOPMENT STUDY, prepared by the City of Vancouver Planning Department for The Housing Research Committee. December, 1957. City Hall, Vancouver. $3. (plus 15 cents tax on purchases within B.C.).

This is the latest addition to the series of Urban Renewal Studies listed in COMMUNITY PLANNING NEWS No. 6, 1957. It is an examination of a large area of the City of Vancouver with particular emphasis on a collar of blight around False Creek. The Report contains an excellent summary of the major recommendations as well as some interesting illustrations showing the various quality grades used in establishing the condition of buildings throughout the area. The east end survey area, that part of the city chosen for closest examination, contains two unusual population features, one a high concentration of various ethnic groups including many Chinese and the other an extraordinarily high proportion of single persons. Out of 15,147 people living in the area, no fewer than 5,948 are living in single households, in non-family households of two or more unrelated single people living together, or as transients and boarders. Very interesting redevelopment proposals are advanced which will make special provision for the rehousing of these elements of the population.

Perhaps the one item of greatest significance in the Report is the Figure 3 on its cover. This indicates that it is the third in the series of reports leading to the Master Plan for the City; the first two, DOWNTOWN VANCOUVER and DOWNTOWN PARKING PROBLEM, have previously been published and were noted in COMMUNITY PLANNING NEWS No. 2, 1957. This complete integration of urban renewal action with the City's Master Plan and capital budgetting arrangements is surely the only effective guarantee of a continuous and effective renewal program. The Vancouver Redevelopment Study is thus a big step forward, away from the all too prevalent conception of urban renewal as a series of independent and unrelated projects. The Study will be reviewed in a forthcoming issue of the COMMUNITY PLANNING REVIEW.

S.H.P.

Book Notes



Housing and Social Capital, by Yves Dubé, J. E. Howes and D. L. McQueen. Royal Commission on Canada's Economic Prospects, Queen's Printer, Ottawa. 164 pages. January 1957. $2.50. One of the special reports prepared for the "Gordon Commission".

L'habitation et le capital social, par Yves Dubé, J. E. Howes et D. L. McQueen. Commission royale d'enquête sur les perspectives économiques du Canada. Imprimeur de la Reine, Ottawa. 186 pages. Janvier 1957. $2.50.

Outlook on Industry. Lower Mainland Regional Planning Board, 624 Columbia Street, New Westminster, B.C. 20 pages. December 1957. $1.50.

From the findings made in this study, it appears clear that there is a tendency for new industries to settle outside the limits of what is generally described as 'the metropolitan area' of the B.C. region. Since farm land is limited and extremely valuable, this report points up the necessity of careful analysis of prospective industrial development, together with a careful study of the land to be developed so that the best possible use can be made of it.

The City, the Automobile, and Man, by Carl B. Troedsson. Printed in Sweden and distributed in U.S.A. by Dawson's Book Shop, 550 South Figueroa Street, Los Angeles 17, California. 50 pages. 1957. US $2.00 per copy.

The author presents his personal views and proposals for solving the problems caused by modern transportation. He attempts to show that new concepts can be applied to existing residential areas and also proposes a solution to downtown traffic problems by rehabilitation. The author notes that this book is 'an attempt to bring together and to clarify only a few of the numerous issues that have to be faced in any effort at changing a city'.

OPENINGS IN COMMUNITY PLANNING

CITY OF OSHAWA, ONTARIO. Planning Assistant. Salary depending on qualifications. Good working conditions and employee benefits. Qualifications: University Graduate with Town Planning experience, reporting to Planning Director and working under his direction. Duties will be to (1) Create additions to basic plans as forming framework to provide for orderly growth of the city. (2) Create plans for projects such as location of school sites in advance of need, provision of streets to provide adequate facilities for traffic movement, reservation of park areas, layout of industrial areas, layout of commercial facilities. (3) Make studies and compile information to use as basis for projects such as population trends, co-ordination of subdivision plans with future street pattern, industrial potential, neighborhood layout, separation of local and through traffic. Contact with municipal department heads, land developers, representatives of commerce and industry. Written applications outlining complete personal data, qualifications and references to: Personnel Officer, Civic Administration Bldg., Oshawa, Ontario. (13-58)

RED DEER DISTRICT PLANNING COMMISSION, ALBERTA. Assistant Planner. Starting salary — $4,800-$5,500, depending on qualifications and experience. Pension and Medical benefits are available. Qualifications and experience — either, (a) Degree or post graduate diploma in Planning; (b) Degree in Engineering or Architecture and 2 years experience in planning; (c) University education and 5 years experience in planning. Duties: Subdivision design, preparation of land use and zoning maps, research studies and advising Municipalities generally on planning matters. Applicants must be prepared to take up their duties not later than July 1st, 1958. The Commission is now responsible for planning in one City, two Towns, one Village and three rural Municipalities covering an area of about 6,000 square miles. Applications for the post, giving age, marital status, qualifications and experience are to be made to the Director, Red Deer District Planning Commission, P.O. Box 101, Red Deer, Alberta. (14-58)

METROPOLITAN PLANNING COMMISSION OF GREATER WINNIPEG, MANITOBA. Two Assistant Planners. Starting salary $350 per month, subject to review at end of calendar year. Work will include planning for small and medium size cities and towns in Manitoba, as well as work in the metropolitan area of Greater Winnipeg. Graduate architects or civil engineers preferred, although experience in a planning office will be accepted in place of a degree. Applicants with training and experience in design work would be preferred. Apply: Eric W. Thrift, Director, Metropolitan Planning Commission, 1100 Electric Railway Chambers, 213 Notre Dame Avenue, Winnipeg 2, Manitoba. (19-58)

CENTRAL MORTGAGE AND HOUSING CORPORATION, OTTAWA, ONTARIO. Town Planners. Town Planners are required in the Architectural and Planning Division at Head Office in Ottawa for work in connection with the Corporation's housing activities across the country. Applicants should possess a University degree or equivalent in Architecture or Engineering, with experience in physical planning. A post graduate course in Town Planning would be an advantage. Applications stating age, marital status, education, details of experience and salary expected, together with the names and addresses of three referees are to be addressed to the Supervisor, Personnel Department, Head Office, Central Mortgage and Housing Corporation, Ottawa. Replies will be treated in confidence. (9-58)

CITY OF WINDSOR PLANNING BOARD, WINDSOR, ONTARIO. Assistant Planner. Salary: $4884-$5300. Qualifications: Previous experience in town planning, or educational background considered as substitute. Degree in architecture, regional planning, urban geography, civil engineering. Duties: Required to conduct studies and prepare reports on land use and redevelopment programs, also capable of related administrative duties. Apply: A. R. Davey, Planning Director, City Hall, Windsor, Ontario. (8-58)

TOWN PLANNING COMMISSION OF METROPOLITAN SAINT JOHN, N.B. Senior Assistant Planner. Starting salary $5,700. Degree in planning, or in allied field, with considerable professional planning experience. Must be able to work with a minimum of supervision. Primary duties will cover all aspects of planning including research, analysis and report writing on population, economic base, land use, traffic and other factors involved in the preparation of a master plan for a metropolitan area including two cities, one rapidly becoming industrialized, parish and surrounding rural area. Considerable opportunity for self-expression and initiative. (15-58)

Junior Planner. Starting salary $4,200. Recent graduate in planning, or in allied field (or some university training with several years responsible work in a planning office). Would prepare base maps, assist in the preparation of a master plan, carry out basic planning studies on zoning and other problems, etc. (16-58)

Apply, giving full details, to The Town Planning Commission of Metropolitan Saint John.

THE URBAN RENEWAL COMMISSION OF THE CITY OF SAINT JOHN, N.B. Newly established agency expects the following positions to be available soon:

Urban Renewal Associate. Starting salary $5,700. Degree in planning, or in allied field, with considerable experience in urban renewal. Must be able to work with a minimum of supervision. Primary duties will cover all aspects of urban renewal including research, analysis, report writing, and public addresses on clearance, rehabilitation, conservation, replanning, redevelopment, relocation, etc. Will work closely with staff of Metropolitan Town Planning Commission. (17-58)

Urban Renewal Assistant. Starting salary $4,200. Recent graduate in planning or in allied field (or some university training with several years work in a planning or urban renewal office). Would assist more senior staff on urban renewal and related planning studies. Prepare maps for various reports, etc. (18-58)

Apply, giving full details, to The Urban Renewal Commission, c/o City Hall, Saint John, N.B.

Recent Planning Appointments

The CAPITAL REGION PLANNING BOARD of B.C. announces the appointment of **Mr. Antony L. Parr,** A.R.I.B.A., A.M.T.P.I., as **Planning Officer** for the Municipality of Saanich. Mr. Parr will be working in the office of the Capital Region Planning Board. He was previously employed by the Harlow Development Corporation.

Mr. Robert Bruce Chilton has just been appointed as **Research Assistant** in the Town Planning Branch of the DEPARTMENT OF MUNICIPAL AFFAIRS FOR THE PROVINCE OF ALBERTA.

Metropolitan Toronto Civic Conference

Third Annual Convention

A report by W. A. Dempsey, Ontario Regional Supervisor, Community Planning Association of Canada

THE REGIONAL CITY was the theme of the Third Annual Convention of the Metropolitan Civic Conference which took place at Casa Loma on Saturday, April 19th. About 250 people representative of citizen and community and professional associations attended.

In his opening remarks, Convention Chairman C. C. Hoffman cited the complexity of problems in the growth of the regional city. Planning Board Chairman for Metropolitan Toronto, J. P. Maher, praised the recognition by lay and professional groups of the importance of planning the regional city. Participation was the prime need but knowledge was a prerequisite. He called for big eyes and big thinking. The development of the regional city was a challenge to our ability and required renewed and vigorous leadership.

Anthony Adamson, Professor of Town and Regional Planning of the University of Toronto, said that in Toronto people were struggling through democracy to meet the challenges of the Regional City. These were: industrial expansion and ugliness; the high rate of change of home ownership and the mobility of people; the strain on the economy from rapid growth; the striving for convenience in an environment of amorphous diffusion and with governmental boundaries ill-suited to the practical requirements of regional planning.

Small details must not cloud our thinking. Referring to the prayer of Invocation by Canon Guy Marshall of St. Stephen's Church, Mr. Adamson cited the words: "Let us not confuse liberty with license". Statutes, by-laws, boards and committees were made to serve people; people were not made for them. "I believe", he said, "in planning to prepare for the needs of the future and to fulfill needs. Town planning is the guidance of the forces of growth and decay towards the goal of human betterment." The desire to pay a low tax is shortsighted if it results in neglecting civic maintenance and civic beauty. Mr. Adamson added that "we must know our own minds, be informed and want to be citizens of no mean city. Co-operation as a teamwork between government and the governed is essential to town planning. If we act and have faith in this team we can move mountains".

At the luncheon sponsored by the M.T.C.C. in conjunction with the City of Toronto, in honour of Mayor Raymond R. Tucker of St. Louis, Missouri, His Worship Mayor Nathan Phillips made a presentation to him of cuff-links bearing the crest of the City of Toronto. Mayor Tucker stressed the importance of citizen knowledge and participation. He praised the decision resulting in the formation of Metropolitan Toronto.

St. Louis with a population of 870,000 was surrounded by 97 municipalities. In an effort to improve the attractiveness of the city, St. Louis was working on a rehabilitation program. Provision was made for playgrounds, off-street parking, and the strict enforcement of housing standards. The program in itself could only be effective if there was a desire on the part of the people to surpass the minimum requirements. Community Councils, as representative of particular areas, were playing an important role in planning. The long-range aspects of planning and rehabilitation could only be realized if there was citizen involvement and participation.

During the day discussions on various topics related to the Regional City were featured. The group discussing A CREATIVE PLAN FOR THE REGIONAL CITY said: "We thought in terms of a regional city centred on Toronto and stretching along Lake Ontario. We see a creative plan for this part of Southern Ontario as a series of well-designed cities and communities set in a green background with the lake front to the greatest possible extent accessible to the public for recreation. Between major cities, there should be belts of agricultural land, and all the river and creek valleys should be conservation park areas".

Those discussing POPULATION MOBILITY AND COMMUNITY INSTABILITY said that "Mobility in itself does not create instability. Community instability is a direct result of a lack of continuous physical planning and a lack of comprehensive protective regulations affecting land use, traffic, air pollution, building structures and occupancy as neighbourhood needs change".

The group on WHAT DO WE WANT OUR REGIONAL CITY TO BE called for "Broad regional planning organization to take care of: (a) the overall pattern of development with regard to distribution of work and population; (b) the size of the central city; (c) the relationship of land uses with respect to roads, housing, industry and commerce; (d) densities of population; (e) subdivision pattern."

Those discussing THE COMPLEXITY OF THE REGIONAL CITY said that "Administrative and legislative patterns are not meeting the needs of the people in the Regional City. The social development is not the same as in the smaller centres."

The group in THE IMPORTANCE OF NEIGHBOURHOODS said that "The neighbourhood can be important when it is a unit in which to consider significant community problems and when it provides a means of working continuously on these problems. This can be brought about through membership in a Regional Committee of local associations and through assisting and advising civic representatives and staff and by learning from them."

At the conclusion of the Convention, Mrs. R. Harding Scrivener, MTCC Chairman, outlined the continuing objectives and difficulties which faced the organization. Although it had taken much work – initially by a comparatively few people – the effort had proved itself worthwhile. Through research, education and action, citizens could contribute greatly to the welfare and development of the great regional city of Toronto.

A few of the

PUBLICATIONS AVAILABLE FROM CPAC

in addition to the magazines

Urban Renewal. A Study of the City of Toronto, 1956. Short Statement. A short version of the first Urban Renewal Report on a Canadian city. 50 cents a copy; discounts are available for quantities.

A Redevelopment Study of Halifax, Nova Scotia, 1957. Volume I prepared by Gordon Stephenson; Volume II, prepared by Institute of Public Affairs, Dalhousie University. Published by City of Halifax, $3.

How to Subdivide. A 40-page handbook in four colours on the layout of housing developments, giving a step-by-step method of subdivision, and discussing financial implications. 37 diagrams and plates. $1.00.

Land Planning A 32-page "guide to the best practice for developing subdivisions that will hold their value". Produced by United States Savings and Loan League, based upon experience recorded by Urban Land Institute, Washington, D.C., and CPAC. 30 cents.

Mental Health Aspects of Urbanization. Report of a Panel Discussion at the United Nations, March, 1957. Published by World Federation for Mental Health. $1.00.

Sainte-Marie de Beauce: Etudes d'Urbanisme. Une étude d'ensemble sur un village de la Province de Québec, et un plan directeur. 50 cents.

Sprawl. A pamphlet based upon material prepared by the Lower Mainland Regional Planning Board of B.C. 25 cents.

Regent Park: A Study in Slum Clearance, by Albert Rose. $5.50.

An Introduction to Master Plan Legislation, by J. B. Milner. From *Canadian Bar Review*. A few reprints available at 50 cents.

Papers on Planning. From Short Course at U.B.C., including *Planning for Industry*; *Planning for Commercial Areas and Shopping Centres*; *Zoning*; *Land Subdivision*; and many others. Mimeog. 89 pages. $2.50.

Write for complete list of publications available at C.P.A.C., 77 MacLaren Street, Ottawa 4.

Pour obtenir une liste complète de publications, s'adresser à l'A.C.U., 77 rue MacLaren, Ottawa 4.

Community Planning NEWS
NOUVELLES *d'Urbanisme*

Editor: Eric Beecroft
Assistant Editor: Miss J. M. Laventure

Like the Community Planning Review, the News is issued to its members by the Community Planning Association of Canada, 77 MacLaren Street, Ottawa 4. Opinions expressed in the News are not necessarily those of the Association. The object of CPAC is "to foster public understanding of, and participation in, community planning in Canada." If you would like someone else to see this literature, please remail them your copy of the News or ask us to send a copy. Your cooperation in making CPAC's work known will be appreciated by all officers and members.

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